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PROGRAMME PLANNING AND IMPLEMENTATION

Country, intercountry and global programmes

FOURTH COUNTRY PROGRAMME FOR THE SUDAN

Programme period	Resources	$
January 1993-December 1996	Net IPF	44 681 000
	Estimated cost-sharing	1 025 000
	Total	45 706 000

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I. DEVELOPMENT SITUATION, OBJECTIVES AND STRATEGIES

A. Current socio-economic situation

1. Although the Sudan is rich in natural resources, it is classified as a least developed country. About 26 million persons live on 2.5 million square kilometres of land and half of them live on just 15 per cent of the land. The population is highly mobile and overwhelmingly rural. Only 22 per cent dwell in urban areas. The rapid population growth of 2.7 per cent per annum during the 1980s, desertification and recurrent droughts complicate the development challenges facing the country.

2. The Sudan ranks 145 of 159 countries in the human development index of the UNDP Human Development Report 1992. Maternal and infant mortality rates are 700 per 100,000 live births and 104 per 1,000 live births respectively. Seventy-three per cent of the population, or 90 per cent of adult females and 58 per cent of adult males, are illiterate. The combined enrolment in primary and secondary education is 36 per cent. Only 21 per cent of the population has access to safe water supply and 50 per cent to health services. The incidence of malaria, bilharzia, hepatitis and tuberculosis is high. These factors all contribute to an average life expectancy of 50.8 years.

3. During the past three decades, the Sudan has suffered from natural disasters, war and regional instability. This has resulted in the displacement of over 3 million Sudanese, rapid migration to urban areas and a perennial refugee crisis. Currently, about 1 million refugees from neighbouring countries are in the Sudan.

4. In the 1991/92 fiscal year, per capita gross domestic product (GDP) was estimated at $290. GDP growth registered over 9 per cent in the same period, mainly due to increased agricultural production. This achievement should be viewed against GDP growth of less than 4 per cent per year in the 1965-1980 period and after a decade of near zero economic growth.

5. The Sudanese economy suffers from internal and external imbalances reflected in budget and balance-of-payments deficits. Export earnings frequently cover less than half of import spending. In 1991, the balance-of-payments deficit was $101 million and the current account deficit $845 million, reflecting a deterioration of 33 per cent and 228 per cent respectively over 1990 figures. Currency reserves dwindled to $7.6 million in 1991. The budget deficit is projected to represent about 10 per cent of GDP in 1992/93, down from 12.6 per cent in 1991/92.

6. Agriculture, including livestock, accounts for one third of GDP and over 95 per cent of exports and provides a livelihood for two thirds of the population. The total estimated arable area is 84 million hectares, of which about 15 per cent is utilized. Modern irrigated farming and mechanized rain-fed crop production account for over 65 per cent of agricultural production. Although the labour-intensive traditional sector contributes less to total agricultural production, it is of paramount social importance because so many depend on it for their livelihood.

7. Desertification is a major constraint to development in the Sudan. It particularly affects agricultural development in the northern half of the country, where over half of the population lives. Deforestation (at an alarming rate of 104,000 hectares per year), drought, inadequate safe water supply, inadequate sewage treatment and chemical contamination of land and water are other serious development constraints.

B. National development objectives and strategies

8. To arrest the trend of economic decline, the Government announced a three-year National Economic Salvation Programme (NESP) (1990-1993) in June 1990. Under the NESP, sweeping economic policy measures were implemented between October 1991 and May 1992. As a consequence, the Sudanese currency was floated, resulting in an immediate devaluation, while price controls and foreign trade and investment licensing were virtually abolished.

9. More recently, a longer-term development perspective was adopted in the 10-year (1992-2002) Comprehensive National Strategy (CNS), which specifies such major constraints faced by the Sudan as: (a) ineffective public institutions at the central and regional levels; (b) a shortage of foreign currency; (c) a deteriorating production base and economic infrastructure; (d) inadequate transportation and telecommunication networks; (e) inadequate national systems for the appraisal, implementation, monitoring and evaluation of national development programmes; (f) a lack of studies and applied research on economic and social aspects of development; and (g) the recurrence of natural disasters and a rapidly degrading environment.

10. In the CNS, the Government identifies agriculture as the centre-piece of its strategy for the future. Spurring agricultural production will provide food for a rapidly growing population. Priority areas of intervention are: (a) food security through increased food production; (b) promotion of agricultural crop exports; (c) expansion of the agro-based industry; and (d) oil and mineral resources extraction.

11. The CNS also seeks to decentralize through a federal system, privatization and reduced State controls, concentrated government effort in social services and infrastructure and development of human resources.

12. The Government has also decided to begin rehabilitation of southern Sudan, devastated by the civil war. The Peace and Development Foundation was established in 1991 with the aim of resuming development activities in southern Sudan.

II. EXTERNAL COOPERATION

A. Role of external cooperation

13. The flow of external cooperation to the Sudan decreased from $1.136 billion in 1985 to $825 million in 1990, with additional, substantial declines since then. External aid figures are available for 1990. During that year bilateral development assistance amounted to $428 million and the main contributors were

the Governments of Germany, Italy, Japan, the Netherlands, the United Kingdom of Great Britain and Northern Ireland and the United States of America. In addition, in 1990, the Sudan benefited from technical cooperation with Egypt, India, Syria and Tunisia. Multilateral development assistance in the same year was $397 million, with the International Development Agency (IDA) and the European Economic Community (EEC) as major donors. The United Nations system played a prominent role in assistance to the Sudan, particularly in agriculture, rural development, humanitarian aid and relief. Together, IDA, the World Food Programme (WFP), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the International Fund for Agricultural Development (IFAD), the United Nations Population Fund (UNFPA) and UNDP contributed over $200 million in 1990. In addition, the Sudan received significant resources from many non-governmental organizations (NGOs). Over 70 per cent of the official development assistance (ODA) received in 1990 was in the form of grants.

14. Future access to external sources of financing is uncertain. The balance-of-payments deficit and large foreign debt, estimated at $16 billion with $11 billion in arrears, make further external borrowing difficult. In 1990/91, estimated debt-servicing requirements were 269 per cent of export earnings. The Government hopes for positive resource flows by encouraging private foreign investment through liberalization of the economy, financial and fiscal concessions, institutional support and infrastructure improvement.

B. Coordination arrangements

15. The Ministry of Finance and Economic Planning (MFEP) is the Government institution responsible for overall aid coordination, while line ministries are responsible for proposals for donor consideration. In order for the MFEP to coordinate aid more effectively, strengthening of a specialized aid coordinating department is under way. The MFEP is also the national focal point for technical cooperation among developing countries (TCDC). At the regional level, state offices for coordination and follow-up of aid management and administration are being strengthened. The Relief and Rehabilitation Commission has responsibility for the coordination of relief assistance.

16. UNDP is being encouraged by the Government and donors alike to play a role in the coordination of ODA, particularly in technical cooperation. As such, UNDP takes a lead in coordinating the interventions of United Nations specialized agencies. The UNDP resident representative is the resident coordinator for operational activities of the United Nations system, who in this capacity adds a multidisciplinary dimension to sectoral development assistance. Coordination is further enhanced by the fact that the resident representative is also the representative of WFP and UNFPA.

17. In addition, UNDP plays a leading role in coordinating relief assistance. The resident representative undertakes this task in the capacity of the Secretary-General's Special Coordinator for Emergency and Relief Operations in the Sudan.

III. THE COUNTRY PROGRAMME

A. Assessment of ongoing country programme

18. The third country programme successfully introduced a more systematic approach to rural development, focusing on fewer and more integrated objectives. These were: (a) sustained area development, (b) strengthened regional planning, (c) improved use of natural resources and (d) disaster prevention and preparedness. This approach aimed at stimulating village-level economic activity and local self-reliance through strengthened regional institutions and community participation. Project interventions were developed on the basis of needs identified by the rural communities themselves to minimize dependence on external inputs. Two major evaluations confirmed the positive impact of this approach.

19. Sustained area development was the major objective, with an allocation of 44 per cent of total available indicative planning figure (IPF) and cost-sharing resources. It constituted a long-term commitment of the Government and UNDP over several country programme periods (or IPF cycles) and introduced innovative development concepts and modalities. Assistance covering many fields (development of small enterprises, on-farm research, use of renewable sources of energy, local environmental protection and small credit development with special consideration given to women) was linked to the activities under area development. The major components of the sustained area development objective included Area Development Schemes (ADS) and the Special Public Works Programme (SPWP), together benefiting approximately 1.2 million persons in five states. A recent evaluation of the ADS activities concluded that building participatory institutions at the grass-roots level had successfully begun and that this was particularly evident in providing women with income-generating activities.

20. The SPWP was effective in mobilizing local resources for construction and maintenance of rural infrastructure. A 1990 evaluation concluded that the SPWP was relevant and appropriate for the Sudan. Village input was consistently high, outputs in most cases exceeded expectations and women were successfully trained and included in the activities.

21. Regional planning, with 14 per cent of available resources, focused on the integration of traditional planning with disaster prevention, preparedness and management. These activities became particularly relevant in light of the introduction of a federal system in early 1991 and helped to strengthen the local capacity to absorb and disseminate the ADS and SPWP experience.

22. Projects under the improved use of natural resources objective accounted for approximately 9 per cent of available resources, with projects in afforestation and reafforestation, agroforestry and improved stoves and fuel briquettes. The implementation of these activities highlighted the need for a national programme for environmentally sustainable development.

23. Disaster prevention and preparedness activities constituted approximately 20 per cent of resources. Following the 1988 Khartoum floods, UNDP successfully assisted in flood damage assessment and, with the World Bank, in the formulation of a flood reconstruction programme which led to technical cooperation interventions in telecommunications and civil aviation. An early warning system

for relief and rehabilitation was established, and assistance for monitoring the internally displaced was also provided.

24. Related to disaster response but not defined in either the country programme or its mid-term review, the 1991 Special United Nations Drought Operation for the Sudan (SUNDOS) was designed and implemented as a rapid response to drought after the failure of the 1990-1991 rainy season. A $15 million programme, SUNDOS substantially reduced uncommitted resources available for the fourth country programme. The recent evaluation of SUNDOS recommended against such short-term activities and concluded that UNDP should concentrate on long-term development to enhance the capacity of government institutions and NGOs to cope with disaster.

25. In summary, the assessment of the third country programme for the Sudan yielded the following conclusions:

(a) The sustained rural development objective continues to be of vital importance. Particular attention should be paid to environmental linkages, ensuring participation of beneficiaries and the successful incorporation of women into all aspects of the programme;

(b) Many challenges facing the Sudan are similar to those facing other countries of the region. Yet, links to UNDP intercountry programmes have been ineffective;

(c) Interventions unrelated to the areas of concentration, which amounted to 13 per cent of the third country programme resources, should be kept to a minimum; and

(d) Qualitative improvements in technical cooperation emerged from the focus on quantifiable objectives. More attention should be paid to gender issues, project evaluations and follow-up of their recommendations.

B. Proposals for UNDP cooperation

1. Preparatory process

26. Socio-economic conditions, development constraints, government objectives and the United Nations experience in the Sudan were all analysed in the process of defining priorities for technical cooperation. The UNDP comparative advantage in providing technical cooperation through a grass-roots participatory approach was a leading factor in determining the areas of concentration of the fourth country programme.

27. Valuable inputs were provided in discussions between the Government and UNDP in June 1992, during the visit of the programming mission from UNDP headquarters. The resulting advisory note was approved by the UNDP Action Committee in August 1992. The Government welcomed and accepted the note in September 1992, with the proviso that food security be added to the areas of concentration. The note was shared with United Nations organizations and substantial feedback was received from many.

28. Starting in October 1992, a series of meetings between UNDP and the MFEP were held to review priorities for the fourth country programme as well as all pending proposals for technical cooperation. A working group composed of MFEP and UNDP staff prepared a draft country programme document, which was then reviewed and revised by senior officials.

2. Strategy for UNDP cooperation

29. The strategy for UNDP cooperation was defined in the framework of the 1993-2002 CNS.

30. A federal system aiming at the decentralization of authority, was introduced in the Sudan in 1991. Together with the macroeconomic liberalization policy introduced in 1992, they constitute a major structural and policy change, calling for assistance in the areas of policy dialogue, formulation of government programmes, aid coordination and capacity-building. These are central elements in the strategy for UNDP cooperation. The Government views UNDP as having a distinct comparative advantage in these domains.

31. It is recognized that UNDP has solid experience in implementation of sustainable rural development in the Sudan. There are several components in this experience, including rural infrastructure (SPWP), food security (food banks, early warning system), participatory approach and income generation (ADS, rural energy), environment (management and rehabilitation) and services (water, research). The strategy for UNDP cooperation builds on this experience. When conditions allow, assistance should be provided to the south, preferably focusing on replicating the successful ADS and SPWP programmes.

32. UNDP will more effectively utilize its potential to coordinate technical cooperation, including that of bilateral and multilateral donors. As available resources are limited, government and third-party cost-sharing as well as financing from other sources, including regional organizations, will be sought. UNDP will assist in these efforts.

3. Proposed UNDP cooperation in selected areas of concentration

33. The UNDP advisory note proposed to use the fifth cycle funds in three areas, namely sustainable rural development, strengthening the national capacity to manage development in a reformed macroeconomic environment and support to implementation of macroeconomic reform. Further discussion with the Government and United Nations organizations resulted in the addition of food security as an area of concentration. A review of specific technical cooperation proposals and programmes led the MFEP/UNDP working group to combine the two objectives related to macroeconomic reform defined in the advisory note. The three areas of concentration in the fourth country programme are thus: (a) sustainable rural development, (b) promotion of food security and (c) strengthening national capacity to manage development and to implement macroeconomic reform. Each area is described below in terms of the development problem, the relevant national objectives and programmes and proposed UNDP cooperation.

Sustainable rural development

34. Poverty in the Sudan is not spread equally. Seventy-eight per cent of the Sudanese population live in rural areas, and 85 per cent (some 16.7 million) live below the poverty line. Disparities between urban and rural areas are acute. The collapse of rural communities under environmental pressure is causing migration to urban areas.

35. The Government considers the rural development focus and the participatory approach of ADS and the SPWP so suitable in the Sudanese context that it has integrated them into its own programme, the CNS. The Government intends to replicate and geographically expand these in the stable areas of the south, where ADS and the SPWP can generate income and initiate reconstruction of basic assets. With these developments, ADS and SPWP initiatives will be continued in the present country programme in support of a formal government programme.

36. The activities will build up the resource base of communities (natural, financial and human), create conditions for sustainable production, raise individual income levels and give particular attention to specific target groups. As ADS and the SPWP physically overlap in some areas and report to the same State Steering Committees, they also stand to benefit from their mutual experience in improving income and living standards. The SPWP's irrigation, water and flood control works typify the kind of labour-intensive activities based on local resources that promote the realization of the community-driven economic initiatives of the ADS programme.

37. There will be more emphasis on linking efforts of the Government and of United Nations organizations in the social sectors to ADS. This will include, in particular, activities financed by the line ministries, the United Nations Children's Fund (UNICEF), UNFPA, the World Health Organization (WHO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO). The objective is to enable communities to address and better satisfy their basic health and educational needs. Communities may decide to support or supplement directly the recurrent costs of selected social services. In this process, the communities' sense of ownership of their ADS will be enhanced, as will the Government's role and coordination capacities at all levels.

38. Sustainable rural development requires a mix of inputs: community organization, financial resources (revolving funds, food-for-work programmes), technical cooperation and social services. Formulating and disseminating an effective national programme for rural community development at the local level requires sizeable investments and government and non-governmental structures able to absorb the inputs. Thus, initiatives addressing small-scale private enterprise development, energy, environment and disaster prevention and response continue to be grouped under this objective. Also, commitments have been made by the United Nations Capital Development Fund (UNCDF) in water supply and by the United Nations Sudano-Sahelian Office (UNSO) in environmental restoration, reafforestation and natural resources management. Mobilization of additional resources for sustainable rural development will continue to be a priority.

39. The planned activities in sustainable rural development respond to several of the areas of focus identified in Governing Council decision 90/34 of 23 June 1990, in particular, poverty eradication and grass-roots participation

in development. They also respond at the level of the beneficiaries to such environmental concerns as desertification and natural resources management. The concerns of women-in-development issues are especially relevant and fully integrated into the planned activities.

40. Success indicators in this area of concentration include firm establishment of the ability of target communities to maintain local organizations and identify and manage development projects. Overall success is measured by government replication of the ADS/SPWP approach as an instrument for poverty alleviation and sustainable human development in rural areas. UNDP will support this government subprogramme by assisting in identification and mobilization of additional resources needed for replication as well as through continued financing of the ongoing ADS and SPWP interventions.

Promotion of food security

41. A vast majority of the rural population in the Sudan is engaged in subsistence agriculture under variable agro-climatic conditions, struggling with chronic food security problems. Attaining food security over the next decade is a major government objective. The approach to food security adopted by the Government is to identify vulnerable groups and to develop interventions that will ensure their adequate access to food.

42. Despite a record harvest in 1992, the average growth rate of cereal production over the past decade was below both the growth rates of population and of aggregate food demand. Growth in cereal production was principally due to expanded mechanization in the agricultural sector. Long-term food security will depend primarily on ensuring that farming communities can meet not only their own requirements for at least one year but also the annual requirements of non-producers in the area. This implies greater balance between the traditional and mechanized sectors.

43. The activities planned to promote food security respond to several of the areas of focus identified in Governing Council decision 90/34 of 23 June 1990, in particular, TCDC and poverty eradication. The subprogramme for creation of a strategic reserve responds to women-in-development concerns. Early warning and on-farm research will substantially benefit from transfer of technology from other developing countries.

44. Success indicators for the subprogrammes under this area of concentration include the existence of an adequate and well-placed strategic reserve of food, creation of government institutional capacity to plan and administer effective and timely food-for-work programmes, a fully functioning national early warning system and an active, applications-oriented agricultural research and extension programme. The respective subprogrammes under this area of concentration are as follows.

45. Formulation of a food security strategy. A comprehensive government food security strategy will be formulated with UNDP support. In addition to elaborating a programme document for the food security strategy, subprogrammes will be formulated for interventions in the areas of production, distribution, marketing and consumption. The ultimate objective of this strategy and the

corresponding national food policy is to ensure long-term ability to supply enough food to meet the needs of the population.

46. The food security document will define such target groups as the urban poor, displaced, unskilled, handicapped and female-headed households with children and will identify tentative food security solutions for them. The subprogrammes will assist in identifying government managerial responsibilities and in developing a methodology to evaluate the effectiveness and sustainability of the Government's response.

47. The formulation of the food security strategy will be guided by the Higher Grain Council, which operates at the policy level. Implementation of the food security strategy will be coordinated by the Food Security Unit at the MFEP.

48. Strategic reserve. A strategic reserve reduces the impact of food shortages. Strategic stocks are needed to meet unforeseen fluctuations in supply or demand. Food grain banks can provide such security. Under the fourth country programme, this traditional coping mechanism will be expanded. A selective UNDP-financed intervention in this area is the pilot food grain bank in Kordofan, partially managed by women beneficiaries as a financially self-sustaining operation. Lessons learned from this project will be used to formulate a government programme to develop strategic reserves.

49. Technical cooperation to facilitate food aid. Over the past decade, the Sudan has been forced by repeated natural disasters to seek large donations of emergency food aid, mostly in the form of food relief. However, food aid is more effective when directed towards rehabilitation and development, particularly through the food-for-work modality. Food-for-work programmes are now recognized by the Government as a means of transition from emergency relief to self-reliant development since it can be used to involve target beneficiaries in such activities as soil conservation, afforestation and water resources development.

50. Food-for-work programmes are difficult to administer and require management skills to ensure the coordinated input of equipment and labour. In the Sudan, WFP has assisted food-for-work activities, often in coordination with such UNDP-financed projects as ADS and the SPWP. The principal constraint to effective utilization of this aid has been the lack of coordinated inputs. In order to enhance coordination, government implementation structures linked to food-for-work activities need to be strengthened. UNDP will assist in formulation of a subprogramme for the strengthening of the Food Aid National Administration. The implementation of selected parts of this programme may be financed by UNDP.

51. Early warning systems. Adequate advance warning of disasters, including drought, floods and pests, can substantially reduce their impact on the population. The country lacks an effective system for sounding timely alarms, a problem that the Government has been aware of for some time. Over the years, a series of projects have dealt with the problem in a piecemeal fashion. During the fourth country programme, a coordinated effort involving the Food and Agriculture Organization of the United Nations (FAO) will be made to formulate a programme for a fully functioning, national early warning system. Selective parts of this programme will be financed by UNDP.

52. On-farm research and agricultural extension services. Development and dissemination of agricultural technology for rain-fed farming is a critical component of national food security, especially for rural communities applying traditional methods. In collaboration with FAO, community-based extension services will be developed for on-farm research and demonstrations. These services are explicitly linked to the ADS programme.

Strengthening national capacity to manage development and implement macroeconomic reform

53. The macroeconomic reforms introduced by the Government in 1992 aim to create a market economy with a prominent role for the private sector. Earlier decisions decentralized development management from the capital to the states. All these changes carry far-reaching implications for the methods of economic management. Apart from structural and functional changes, the Sudan must adopt a more strategic perspective in planning national development.

54. While the full impact of these reforms is not yet known, their inflationary effect was mitigated by a record harvest in 1992. The Sudan must take urgent measures to sustain the reforms in a time of declining external assistance and to avoid falling back on restrictions and controls. These measures must help reduce the budget deficit, control inflation, avert new demands on spending and increase tax revenues. The reforms are expected to have an adverse effect on disadvantaged groups, particularly in the short term.

55. The determination of the Government to sustain and manage macroeconomic reform is reflected in the objectives of the CNS. The objectives of this programme need to be translated into operational policies. This will be achieved by subprogrammes focusing on capacity-building of key institutions responsible for implementation of the reform.

56. Success indicators for this area of concentration include implementation by the Government of recommendations of the various macroeconomic studies, enhancement of the capacity of the MFEP to plan, coordinate, monitor and evaluate national development programmes and adoption by the Government of a programme of civil service reform. To ensure sustainability, regional planning units will establish comprehensive databases with inventories of resources for development planning; they will also improve their budgetary procedures and create mechanisms for setting priorities and implementing policies. This area of concentration includes the following components.

57. Macroeconomic studies and policy advice. In order to facilitate operationalization of the overall macroeconomic strategy and to reach specific reform objectives, a series of studies and interventions in selected areas will be carried out. For instance, support to a strategic planning process aimed at environmentally sustainable development - an intervention supported by UNSO - will provide the Government with a methodology for effective integration of environmental concerns into development planning. In another intervention, a government programme will be formulated, in collaboration with the International Labour Organisation (ILO) and the United Nations Industrial Development Organization (UNIDO), for small-scale agro-based industries in rural areas. Advice for the agricultural sector will be provided through a comprehensive policy review, undertaken in collaboration with FAO. This study will make

recommendations for government measures on pricing policies and marketing structures. Finally, a feasibility study for the establishment of free trade zones in strategic locations will also form a part of this subprogramme.

58. The subprogramme will also deal with modalities for assisting the Government in implementing operational policies. Therefore, short-term consultants and experts will be provided in a number of areas, such as exchange rate management, capital markets, stock exchange, trade and export promotion, privatization, debt management, labour market studies and social safety nets.

59. Support to implementation of macroeconomic reform by strengthening institutional capacity to manage development. The MFEP is the focal point for all development assistance to the Sudan. The Ministry is currently being restructured. The African Development Bank (AfDB) is assisting the Ministry in this reform. To complement and expand this activity, a subprogramme for organizational structures at the national and the state/provincial levels to enhance Sudanese capacity to formulate and implement reform policies will be financed by UNDP. This subprogramme will focus on civil service reform, especially for development personnel, management of the national budget, aid coordination and establishment of monitoring and evaluation systems. The Management Development Programme (MDP) and national technical capacity assessment and programmes (NATCAP) process will assist in developing such a subprogramme and will consider partial financing.

60. Selective interventions by UNDP under this subprogramme will benefit the Women-in-Development Coordination Unit of MFEP. The Investment Public Corporation will also receive assistance to promote an improved investment climate in the country. Initiatives in capacity-building may also be developed for the Bank of the Sudan, the Taxation Department, the Post and Telegraph Corporation and the MFEP Statistics Bureau.

61. Regional planning. Regional planning and administrative structures constitute a crucial link between rural communities and central policy-making authorities. Effective structures enable management of state and provincial development interventions in both the short and long term. To ensure further internalization of ADS and the SPWP, it is essential that state and provincial government institutions be motivated and capable of replicating these endeavours as part of their own development activities.

62. Promising results are emerging in two ongoing regional planning activities in Kordofan and Darfur. The regional planning capabilities of the eastern and northern states will also be developed to meet the requirements of the new federal structure. UNDP assistance aims to improve the statistical and basic planning capabilities of regional governments, particularly for annual budgeting and programme formulation, monitoring and implementation. This will strengthen the Government's overall ability to manage development and implement macroeconomic reform at the regional level.

4. Complementary assistance

63. Significant complementary activities funded by UNCDF and UNSO have already been approved and are operational. UNSO assistance focuses on the environment

and can be found in rural resource management, afforestation, desertification control and use of alternative fuels. UNCDF is mainly providing assistance in water resource management. These interventions are closely linked to the sustainable rural development objective.

64. A high-level UNCDF mission is planned for 1993 to investigate other possible areas of intervention. Proposals for financing by the Global Environment Facility (related to global warming) and Capacity 21 (related to strategic planning of sustainable development) have been made. It is hoped that the three areas of concentration will provide a framework for renewed donor assistance in the future.

C. Assistance outside the main areas of concentration of the country programme

65. Ongoing assistance outside the three areas of concentration includes three vocational training projects, a United Nations Volunteers (UNV) support project, a programme logistical support project and an umbrella project for training and consultancies. Financially, the vocational training projects are the largest of these and are executed by ILO in cooperation with the Ministry of Labour. The beneficiaries are trained in trades with income-generating potential.

66. With the exception of the areas indicated in section 4 above, the Sudan IPF will be fully utilized under the three areas of concentration of the country programme. The interventions financed by IPF are selective because of the limited resources available. However, the programmes and subprogrammes formulated through these interventions identify areas where additional third-party or government cost-sharing resources may be sought. UNDP will assist in seeking such resources.

D. Implementation and management arrangements

67. A major focus of the country programme will continue to be the nationally executed ADS and associated projects. Earlier efforts to strengthen national execution through workshops, an audit support project and a coordinating unit have been linked to ADS. These efforts will focus increasingly on all ongoing and future nationally executed projects.

68. Approximately 26 per cent of IPF/cost-sharing resources under the third country programme were implemented under the national execution modality. This figure is now 68 per cent for resources already committed under the fourth country programme. Currently, national execution includes substantial reliance on United Nations agency expertise, as well as on UNDP field office involvement through direct payment and logistical support. These mixed arrangements have proved effective and are not expected to change dramatically in the next programme period. A joint MFEP/UNDP review of possible means to achieve greater government involvement in national execution is planned.

69. Efforts will be made through Transfer of Knowledge through Expatriate Nationals (TOKTEN) to encourage qualified Sudanese working abroad to return to the Sudan for a limited period in order to contribute short-term advice. The

services of regional and interregional advisers retained by ILO, the Department of Economic and Social Development of the United Nations Secretariat (DESD) and other organizations will also be sought, as will the increased use of UNV specialists and United Nations International Short-Term Advisory Resources (UNISTAR).

70. Links to UNDP intercountry activities will be enhanced wherever appropriate to strengthen the impact of the country programme.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

(Thousands of dollars)

Net fifth cycle IPF	44 681	
Subtotal IPF		44 681
Project cost-sharing (Government)	-	
Project cost-sharing (third-party)	800	
Programme cost-sharing	225	
Subtotal cost-sharing		1 025
TOTAL		45 706

II. ALLOCATION OF RESOURCES (IPF + cost-sharing) BY AREA OF CONCENTRATION

Area of concentration	Thousands of dollars			Percentage of total resources
	IPF	Cost-sharing	Total	
Sustainable rural development	24 280	1 025	25 305	55
Promotion of food security	2 193	-	2 193	5
Management of Development and Implementation of Macroeconomic Reform	2 000	-	2 000	4
Other	3 026	-	3 026	7
Subtotal	31 499	1 025	32 524	71
Unprogrammed reserve	13 182	-	13 182	29
TOTAL	44 681	1 025	45 706	100

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES USED IN AREAS OF CONCENTRATION

(Thousands of dollars)

A.	UNDP-administered funds		
	UNCDF	3 610	
	UNSO	6 485	
	Subtotal		10 095
B.	Other United Nations resources		1 500
	Total non-core and other United Nations resources		11 595
C.	Non-United Nations resources		-
	TOTAL		11 595

Annex II

PROGRAMME MATRIX a/

	Area of concentration	Area of focus: Poverty eradication and grass-roots participation in development	Environment and natural resource management	Management development	TCDC	Transfer and adaptation of technology	WID
I.	SUSTAINABLE RURAL DEVELOPMENT						
	ADS	*			*	*	*
	SPWP	*			*	*	*
	Water resources		*				*
	Environmental management	*	*	*	*		*
	Energy		*			*	*
II.	PROMOTION OF FOOD SECURITY						
	Food security strategy	*		*	*		
	Strategic reserve	*			*		*
	Food-for-work	*			*		
	Early warning				*	*	
	On-farm research and extension				*	*	
III.	STRENGTHENING DEVELOPMENT MANAGEMENT AND MACROECONOMIC REFORM						
	Macroeconomic studies and policy advice	*	*	*	*		
	Implementation of reform			*	*		*
	Regional planning		*	*	*		

a/ Asterisks indicate major linkage only.